Los Angeles Performance Partnership Pilot Impact Evaluation

By

Richard W. Moore, Ph.D.

Kenneth Chapman, Ph.D.

Eric Iskowitz, MBA

California State University Northridge

November 26, 2018

The contents of this publication were developed under a grant from the U.S. Department of Education. However, those contents do not necessarily represent the policy of the Department of Education, and you should not assume endorsement by the Federal Government.

Acknowledgements

The authors would like to acknowledge the many staff members at the City of Los Angeles Department of Economic and Workforce Development who contributed to the development and implementation of LAP3 and supported our work. We particularly want to thank Robert Sainz, the leader and creator of the initiative, along with: Chang Kim, Nancy Herrera, Andrew Wong, Kendra Madrid, Blanche Burke, and Rowena Workman.

Ruben Gonzales and Jessica Daugherty served as valuable consultants to the LAP3 effort.

We also want to acknowledge the hard work, patience and persistence of the many YouthSource Center staff who launched the LAP3 initiative and whose day-in and day-out efforts provided service to thousands of LA youth. We particularly want to thank the members of the research and data advisory committee who helped us think through the many methods decisions that went into the evaluation.

We also want to thank our partners in Los Angeles County from the Workforce Development Community and Aging Services Department – Jose Rivas and Otto Solorzano – who supplied the county data and helped us understand it.

Other members of our CSUN team who contributed to the formative evaluation are Ari Malka, Cristina Rubino and Tiffany Gustanski.

Contents

Evaluation Abstract 4

I Introduction 6

Introduction and Study Overview 6

Need for LAP3 7

The Intervention 7

Focus of Evaluation 8

Primary Research Questions 9

II Program and Comparison Programming 9

Description of Program 9

Description of Counterfactual Condition 12

III. Evaluation Design 13

Study Design 13

Adjustments for Multiple Comparisons 13

Sample Recruitment 13

Data Collection 14

Outcomes for Analyses 15

Analytic Sample 16

Baseline Equivalence 16

Methods 18

IV. Study Findings 19

V. Discussion and Conclusion 23

VI. References 26

Appendices 27

Appendix A: System Level Intervention 27

Appendix B: Equivalence Analysis of Subsamples 29

Appendix C: City and County Performance in 2015-16 34

Appendix D: Comparison of Matched and Unmatched LAP3 Participants 35

Evaluation Abstract

Evaluation Title: The Evaluation of the City of Los Angeles, Performance Partnership Pilot

Grantee: City of Los Angeles, Economic and Workforce Development Department**,** Robert Sainz, Assistant General Manager, robert.sainz@lacity.org

Evaluator: California State University Northridge, Richard W. Moore, Ph.D. richard.moore@csun.edu

Intervention Name: Los Angeles Performance Partnership Pilot (LAP3)

Intervention Description: The LAP3 program created a comprehensive service delivery system that coordinates multiple layers of services being provided to disconnected youth ages 16-24, who are: high school dropouts, in the probation system, in foster care, homeless, or out-of-school and out-of-work. LAP3 attempted to align and coordinate City and County of Los Angeles programs, the Los Angeles Unified School District (LAUSD), the Los Angeles Community College District, State Employment Development Department, and other public and private agencies to serve these at-risk youth populations.

LAP3 was centered in LA City's fourteen YouthSource Centers (YSCs) and was funded with Workforce Investment and Opportunity Act (WIOA) youth funds. The Centers operate under contracts with LA City and include other youth programs that vary across sites. One common service is the opportunity to work with an LAUSD Pupil Service and Attendance (PSA) counselor to assess youths' educational needs and help return youth to school. Under LAP3, YSCs were directed to serve all youth who came into centers whether they were WIOA eligible or not. Some activities, such as resume workshops, were available to both WIOA and non-WIOA clients in most centers. A significant part of the intervention were monthly regional meetings where the partners in a specific region, such as East Los Angeles, would meet to exchange information and discuss individual cases and how agencies could coordinate to help youth in problematic situations.

Waivers: LAP3 was based on two granted waivers: (1) U.S. Department of Labor Waiver: WIOA Title I Youth Consider foster, justice-involved, homeless and runaway youth who are in school to be counted in the 75 percent out-of-school youth service category for fiscal accounting purposes; (2) U.S. Department of Health and Human Services Waiver: Transitional Living Program The HHS Family and Youth Services Bureau (FYSB) Runaway and Homeless Youth Program (RHY) has granted the LA LGBT Center a waiver to increase the eligibility ages for youth in its transitional living program from 21 to 24. (*Los Angeles Performance Partnership Pilot (P3): 2017-2020 Strategic Plan Serving Disconnected Youth*, 2017)

Comparison Condition: Comparison youth came from WIOA youth in LA County. The County of Los Angeles Workforce Development, Aging and Community Services Department continued to operate its WIOA Youth Program separate from the City of Los Angeles LAP3 program in 2016-17. Participants in the County WIOA Youth program are in the same overall labor market, meet the same WIOA requirements, and many came from the same populations. But these youth

were not served by centers implementing integrated sets of services. For example, in this period LA County youth programs did not have PSA Counselors in their centers. The County provides WIOA youth services through its WIOA contractors who also provide WIOA adult services.

Outcomes: The evaluation focused on six outcomes: (1) if the youth had not completed secondary education at enrollment, – returned to secondary education; (2) if the youth had completed secondary education at enrollment—enrolled in post-secondary education or training; (3) completed a degree or certificate; (4) received career preparation from skills training; (5) received skills preparation from subsidized employment; and (6) employed when services ended.

Sample and Setting: Our analytic sample was drawn from administrative records of 3,458 LAP3 youth and 4,575 comparison youth from LA County WIOA. Of these LAP3 youth, 2,457 were also enrolled in WIOA and we matched these youth to comparison youth — requiring that all youth had exited within the first year of the program. This resulted in 992 LAP3 youth matched to similar youth from the County WIOA program for analysis (1,465 youth were not matched because they did not have comparable matches or had not entered and exited in the first progam year).

Research Design and Data Collection: We implemented a matched-pairs comparison design using data from the Jobs LA data system, a statewide system used to track WIOA clients in both the city and the county. Outcome data were recorded in the system as a routine matter.

Findings: LAP3 youth showed gains in education and employment, but less exposure to employment-related training. LAP3 youth were almost three times as likely to complete a degree or certificate (31.6 % and 10.3%, respectively) within a year of exiting the program, or to return to school if they had not completed secondary school (31.5% and 11.0%, respectively). It is logical to attribute this to the presence of the PSA counselors in the YSCs. The comparison youth were significantly more likely to receive subsidized employment (56.4% and 35.6% respectively) and engage in various types of skill training designed to lead to employment compared to LAP3 participants (29.3% and 22.4% respectively). This may be because the LAP3 focus on returning dropouts to secondary education displaced skill training activities. It also appears to be the case that the County has devoted substantial resources to providing opportunities for subsidized employment. Finally, LAP3 participants were significantly more likely to be employed at the end of services compared to their matches (42.6% vs 23.1%).

We found similar evidence when studying program impacts on key subgroups which are particularly hard to serve, including: foster and formerly foster youth, youth who were or had been on probation, and homeless youth. LAP3 foster youth were statistically significantly more likely to complete a degree or certificate than their matches. LAP3 homeless youth were also statistically significantly more likely to be employed than their matches. However, LAP3 homeless youth were statistically significantly less likely to receive subsidized employment than their matches.

One important caveat is that, although youth entered and exited within the 2016-2017 WIOA program year, they may have participated for varying lengths of time. This can influence the time participants had to achieve the measured outcomes, and these differences could be related to comparison conditions.

I Introduction

This report provides an impact evaluation of the City of Los Angeles Performance Partnership Pilot (LAP3) program. The program is uniquely ambitious in its scope; it attempted to reshape how services are delivered to disconnected youth throughout the City of Los Angeles. This report assesses the impact on 922 youth served and exited in year 1 of the program, July 1, 2016 to June 30, 2017. Although the program was implemented for a second year, because several key outcome measures do not occur until after youth exit the program[1], this analysis is restricted to 2016-17 program year participants only.

The California State University Northridge (CSUN) team undertook a formative evaluation before this impact evaluation. The formative evaluation focused on documenting the implementation of the program at four case study sites and describing the population served and the services delivered in the first program year, 2016-17 (Moore, et.al. 2017). This report focuses on the impact of the program on youth served in the first program year July 1 2016 to June 30 2017.

Introduction and Study Overview

LAP3 is a coordinated effort across many organizations to improve outcomes for LA's disconnected youth. The partners include the City of Los Angeles, the County of Los Angeles, Los Angeles Unified School District (LAUSD), Los Angeles Community College District, local California State University campuses (CSU 5), Los Angeles Chamber of Commerce, Los Angeles Housing Service Agency, and over 50 public, philanthropic and community-based organizations. The partnership works to improve the service delivery system for LA's disconnected youth ages 16-24, who are high school dropouts, youth in the probation system, foster care, homeless, or out-of-school or out of work in the City of Los Angeles. The ultimate goal is to improve their educational, workforce, housing and social well-being outcomes. The intervention has received broad support from policymakers as the quote below from LA Mayor Garcetti indicates:

> "There are few things more meaningful or impactful than giving young people new opportunities to achieve and second chances to succeed. The Performance Partnership Pilot will enable L.A. to show the nation how we can strengthen service delivery to our most vulnerable youth—through stronger partnerships, and by breaking down jurisdictional boundaries." (Los Angeles Performance Partnership Pilot (P3): 2017-2020 Strategic Plan Serving Disconnected Youth, 2017).

> As part of LAP3, a multi-agency Waiver Workgroup was formed. Eventually 14 waiver requests were made to federal and state authorities, and two federal waivers were granted. The granted waivers were:

- U.S. Department of Labor Waiver: Workforce Innovation and Opportunity Act Title I Youth

[1]Youth exit the program when they have completed their service plan or 90 days after services end.

Consider foster, justice-involved, homeless and runaway youth who are in-school to be counted in the 75 percent out-of-school youth service category for fiscal accounting purposes.

- U.S. Department of Health and Human Services: Transitional Living Program

  The HHS Family and Youth Services Bureau (FYSB) Runaway and Homeless Youth Program (RHY) has granted the LA LGBT Center a waiver to increase the eligibility ages for youth in its transitional living program from 21 to 24 (*Los Angeles Performance Partnership Pilot (P3): 2017-2020 Strategic Plan Serving Disconnected Youth*, 2017*).*

Both waivers allowed LAP3 to reach additional disconnected youth.

Need for LAP3

Nearly one out of six young people, ages 16-24, in the City and County of Los Angeles are out of school and out of work. This statistic translates into over 170,000 young people in Los Angeles County, of which 66,400 live in the City of Los Angeles (Harrington, P., & Fogg, N., 2016a). These youth will face a lifetime of future economic challenges, unless they are reconnected to educational and employment opportunities. Education and employment programs exist to service these youth but they often work in silos unaware of which other agencies or programs may also be touching the youth.

The Intervention

The LAP3 intervention is built around coordinating programs and services through fourteen YouthSource Centers (YSCs). Twelve Centers are operated by local nonprofits and educational institutions with WIOA youth funds through City of Los Angeles contracts, and two centers are operated by the city. The Centers house not only the WIOA youth program, but other programs which vary from site to site. Each YSC has a Pupil Service and Attendance (PSA) counselor from LAUSD to assess youths' educational needs and help return them to school. In essence, the P3 intervention was a reform of the existing WIOA funded youth program. Thus, the program was open entry-open exit. Youth could enroll throughout the year (although YSCs were required to enroll 70% of their target number by December 2017). Youth are exited from the program when they complete their planned activities or after they do not receive services for 90 days.

Under LAP3, YSCs were directed to serve all youth who came into centers whether they were WIOA eligible or not. In practice, this means that the youth who were ineligible for or not interested in WIOA would be oriented to other services offered by the center. These youth would still meet with the PSA counselor to reenroll in school if they were out of school, get an assessment from a case manager, and then be referred to a partner program. In most centers, some activities (such as resume workshops) were available to both WIOA and non-WIOA clients. Ineligibility for WIOA happened for a variety of reasons, including not completing required paper work, such as verification of income, or being enrolled in school.

A significant part of the intervention was monthly meetings in seven regions where partners would come together to collaborate.[2] At these meetings, members would exchange information and strategies, learn about partner services, and discuss individual youth. Since partners would provide different services, these meetings allowed them to address cross-cutting situations for individual youth. The types of partner agencies attending the meetings varied from region to region, but the formative evaluation found that most meetings typically included 20-30 people representing 6-10 partner agencies. Results from a formative evaluation concluded that partners perceived these meeting to be extremely valuable (Moore, et.al. 2017).

At the policy level, LAP3 produced a number of working groups that brought together partner staff to work on various aspects of LAP3. Policy level discussions also took place at quarterly LAP3 partner meetings, where 40-60 senior staff from partner agencies gathered to discuss various themes central to the disconnected youth population (such as the barriers faced by probation or foster youth). This group also produced the LAP3 Strategic Plan which will carry the innovation forward (*Los Angeles Performance Partnership Pilot (P3): 2017-2020 Strategic Plan Serving Disconnected Youth*, 2017*).* More details on the system change efforts are in Appendix A.

Focus of Evaluation

This evaluation focuses on LAP3 participants who were enrolled and exited from WIOA during the first program year, which lasted from July 1, 2016 to June 30, 2017. LAP3 youth not enrolled in WIOA are not included in this evaluation, because many of them were not entered into the program's data systems and services they received were often not recorded. During the three-year project, the first year (2015-16) was dedicated to planning the roll out of the LAP3 model. The model was then implemented in 2016-17 and 2017-18. In practice, most youth were enrolled in the fall of each year and exited the program in the following spring or summer. Since one of our key outcome measures, completing a degree or certificate, occurs after exit, we only have outcome measures for youth who participated during the first year of implementation (2016-17). Youth served in 2017-18 are not included in the analysis since their outcomes are not yet available. We do note that there were differences in the LAP3 implementation across years. In the second year, modifications were made to the model, and three of fourteen YSC contractors were replaced. Thus, the results presented here reflect impacts from the pilot year and may not apply to subsequent years. Impact is measured by the degree to which youth return to education, complete a degree or certificate, find employment, or receive services that set them on a career path.

A formative evaluation that focused on how the LAP3 model was actually implemented was conducted between July 2016 and June 2017. References to field work in this document are to four YSCs case studies and many interviews and observations conducted at various LAP3 implementation activities (see Moore, et.al. 2017)

---

[2] Los Angeles is a large sprawling city. The seven regions are well established planning units used for various purposes by the City of Los Angeles. Examples of the region include, Central Los Angeles, South Los Angeles, East Los Angeles, and the Harbor area.

Primary Research Questions

The project was driven by five primary research questions:

1. For secondary dropouts at enrollment, did the LAP3 program return youth to school?

   This outcome was measured by:

   - returning to secondary education during program participation

2. For secondary graduates at enrollment, did LAP3 lead to additional education or training?

   This outcome was measured by:

   - enrolling in education or training during program participation

3. Did LAP3 Participants complete degrees or certificates?

   This outcome was measured by:

   - completing a degree or certificate measured up to a year after exiting the program

4. Did the LAP3 program improve career preparation for disconnected youth served by the program?

   This outcome was measured by:

   - participation in skills training (such as internship programs), during program participation
   - participation in subsidized employment (such as a summer youth employment programs) during program participation

5. Did the LAP3 program improve the employment of disconnected youth served by the program?

   This outcome was measured by:

   - employed when services end

In addition to the above primary research questions, we performed secondary analyses asking if there were differences in how key subpopulations of disconnected youth have been affected by LAP3? To answer this, we investigated each of the above questions for the following subpopulations: (1) former or current foster youth, (2) youth currently or previously on probation, and (3) homeless youth.

(For more details on outcome measures see Table III.1.)

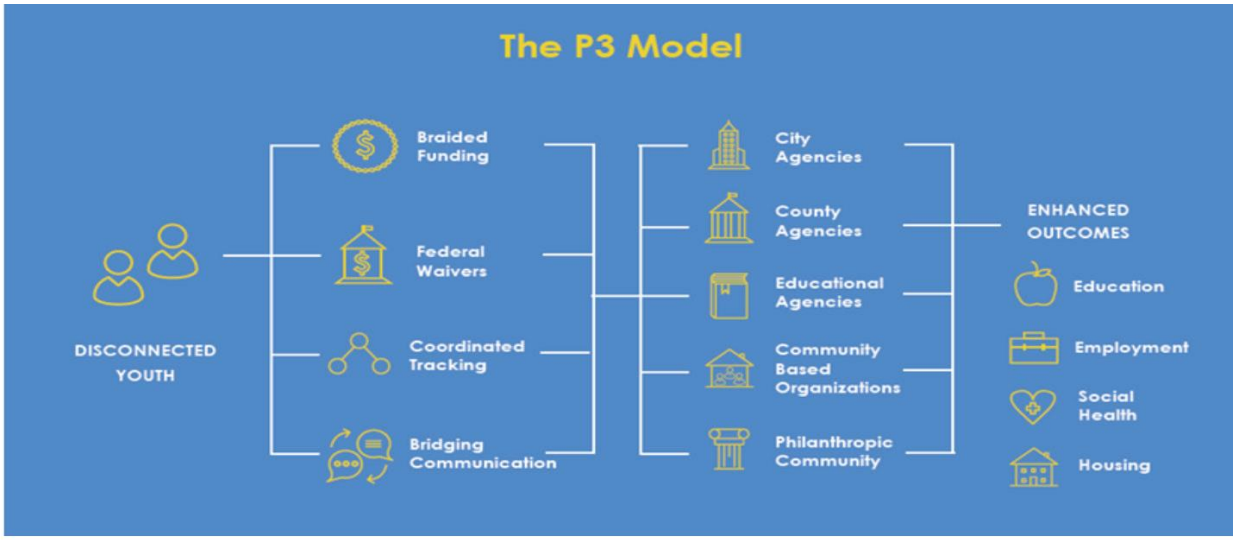
II Program and Comparison Programming

Description of Program

Figure 1 below shows the logic model for the LAP3 intervention. The model begins with the large population of disconnected youth in the city. Four initiatives between agencies — braided

funding, federal waivers, coordinated tracking of youth and bridging communication — are intended to bring together the major public and private agencies serving youth. These agencies include city agencies, county agencies, educational agencies, community-based organizations and the philanthropic community to create a more effective system. The theory of action was that this newly rationalized and integrated system will lead to enhanced outcomes for disconnected youth in areas of: education, employment, social health and housing.[3] This study assesses if the outcomes for youth actually improved after the first year of program implementation.

Figure 1: LAP3 Logic Model



Source: *Los Angeles Performance Partnership Pilot (P3): 2017-2020 Strategic Plan Serving Disconnected Youth*, 2017

A key feature of the intervention was to serve all youth in need, whether they were eligible for WIOA or not. No additional money was given to the YSCs to serve the non-WIOA youth. While contractors had goals for enrolling WIOA youth, they had no goals for non-WIOA youth. (Note such goals were added in year two of this program which is not covered by this evaluation.) Rather, YSC operators were directed to use their network of partners to serve non-WIOA youth.

Figure 2 below shows the process map that was used to explain the LAP3 model to YSC operators. It shows the two different paths through the system for WIOA and Non-WIOA clients. As we highlighted in our Formative Evaluation Report (Moore, et.al., 2017), individual YSCs modified the process map in various ways to solve problems they encountered. A key limitation of the model, which is shown clearly in the process map, is that non-WIOA youth did not receive case management and hence were not tracked methodically after the initial assessment.

Other key elements of the service level intervention were:

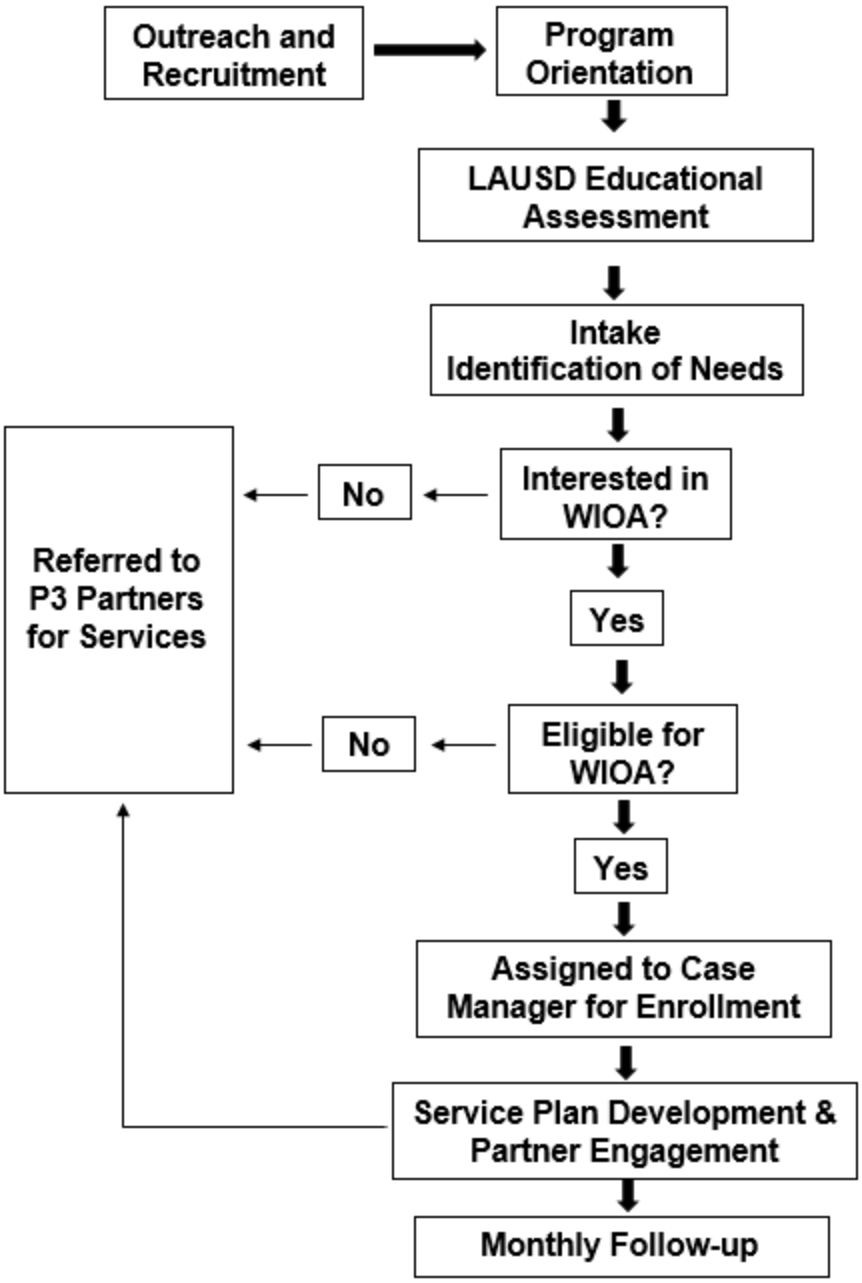
- All youth met with an LAUSD PSA counselor upon entering a YSC in order to provide each youth a full educational assessment. Youth who had not completed high school were referred to an

[3] For more detail on the system change activities included in LAP3 see Appendix A.

appropriate program to complete a diploma. These programs included traditional high schools, charter schools, alternative schools, and GED programs. Youth who had completed high school were offered options for post-secondary education and training.

- WIOA enrolled youth developed a service plan with goals and specific activities, which is entered into the data systems and used by case managers to guide the client through the process.
- WIOA enrolled youth had access to a variety of services, including: case management, career planning, skill training, work readiness training, financial literacy, subsidized work experience, tutoring and other services.
- WIOA enrolled youth were also eligible for a variety of support services, such as transportation, clothing, mental health, and food assistance.
- Non-WIOA enrolled clients may get services by being referred to partner agencies or by participating in programs in YSCs not funded by WIOA. These services included: work readiness, direct placement in employment, skill training, mental health services, housing, food, and art classes.
- Assessment of youth included a mental health component (although field work indicated that this was not done in most cases).
- Ten youth ambassadors who were former disconnected youth were hired to do outreach for the program.
- All youth reentering from incarceration were enrolled in a YSC as part of their probation plan.
- City funds were provided for emergency housing through the LA Gay and Lesbian Center.
- Outreach to homeless youth was expanded in partnership with LA Housing Services Agency. (*Los Angeles Performance Partnership Pilot (P3): 2017-2020 Strategic Plan Serving Disconnected Youth*, 2017*)*

Figure 2: Program Developed Process Map for P3 Intervention in YSCs



Description of Counterfactual Condition

The County of Los Angeles Workforce Development, Aging and Community Services Department operated its WIOA Youth Program separate from the City of Los Angeles' LAP3 program in 2016-17. Participants in the County Youth program were in the same overall labor market, met the same WIOA requirements, and many came from the same disconnected youth populations. But County youth were not served by centers which implemented the coordinated integration of services. For example, in this period, LA County youth programs did not have PSA counselors in their centers.

The county did not have a separate set of providers for youth services but provided WIOA youth services through its WIOA contractors who also provided adult WIOA services. Youth enrolled in the County WIOA Youth program were offered a standard set of WIOA services such as; subsidized employment, counseling, case management and placement in alternative education. County providers did not participate in regional meetings to coordinate services.

III. Evaluation Design

Study Design

The overall evaluation approach is a quasi-experimental matched pairs design. A sample of P3 participants who were enrolled in WIOA and exited the program under the P3 model in the 2016-17 program year were matched to similar youth from the Los Angeles County WIOA Youth program (a discussion of the matching approach is discussed in detail below). All data for the analysis came from the administrative database known as CalJobs (on the state level) and Jobs LA (in LA City). Once the matched pairs were created we compared the outcomes for the two groups to estimate the impact of the LAP3 program. We examined special populations such as foster youth, probation youth and homeless youth, separately to estimate the impact of the program on these targeted groups.

Adjustments for Multiple Comparisons

Since all our tests are on our single sample of matched pairs we applied the Bonferroni correction to the *p*-values (McDonald, 2014).

Sample Recruitment

Both the LAP3 treatment group and the matched pairs were selected from the administrative records recorded in the Jobs LA system.

The initial plan was to record services for both WIOA enrolled and non-WIOA clients in the Jobs LA system. Our field work found that services were not regularly recorded for non-WIOA youth.[4] Because of this, the LAP3 treatment group was restricted to WIOA enrolled youth who were matched to similar WIOA enrolled youth from the County WIOA Youth Program. Both

[4]Contractors were directed to enter all non-WIOA youth into the JOBSLA data system which serves the WIOA system, using a special program designation which would identify them as non-WIOA P3 youth participants. In the data system, contractors were to record services provided, maintain case notes, and ultimately record outcomes. In practice only a subset of non-WIOA youth were entered into the system. In the year studied here, the data system shows 2,457 LAP3 youth enrolled in WIOA, and 1,001 LAP3 participants not enrolled in -WIOA, for a total of 3,458 LAP3 youth served. However, PSA Counselors stationed in the YSCs reported conducting 5,241 educational assessments. In other words, 1,583 disconnected youth passed through the YSCs, received some services, but were never entered into the database in year one. In practice, most non-WIOA youth are recorded having received an information session, an initial assessment from a case manager, an educational assessment from the PSA counselor and possibly reenrollment in school, and referral to partner agency, then they are exited from the system. (Moore, et.al, 2017).

samples were for the 2016-17 program year. Details on how the 992 matched pairs were created is in the "Analytic Sample" section.

A threat to the validity of this sample is the fact that individuals may have been in the program for different lengths of time. This is a threat to validity because outcomes are measured either during enrollment or within a fixed time period after exit. Because of this, the time period of measurement for outcomes is not standardized across the LAP3 and matched comparison group. Both City and County programs are open entry and open exit, meaning youth can enter and leave at will. Thus, youth may enter the program at any time during the year (although city contractors have a goal of enrolling 70% of participants between June and December). Similarly, they may exit any time when they have completed their planned program, or are administratively removed if they have not received a service for 90 days. To limit the impact of this threat, the sample was restricted to clients who entered and exited the program during the 2016-17 program year, thus restricting the potential variance in the length of time they were enrolled and the opportunities they had to generate outcomes.

Because some LAP3 participants were excluded from the matched samples, we analyzed differences between the matched LAP3 participants and the unmatched population of LAP3 participants. We found differences between the two groups that we expect were the result of prioritizing certain populations of interest (probation, foster, and homeless and school dropout youth) (see complete analysis in Appendix D). LAP3 participants that were matched and included in the analysis were statistically significantly more likely to be homeless, on probation, or high school dropouts. The matched group included a higher percent of foster youth compared to unmatched LAP3 participants as well, 3.4% compared to 2.5%, but this difference was not statistically significant.

We also found statistically significant differences between the matched and unmatched LAP3 participants on other demographic variables. Matched participants were less likely to be Hispanic, and more likely to be African American or Asian. Matched participants were more likely to be out-of-school because they dropped out or had completed secondary school and not continued in another education program. Matched participants were more likely to be male, and to be a bit older than the average age of 20.1 years (compared to 18.6 years). We believe these demographic differences are a product of prioritizing the subpopulations of interest and the availability of close matches in the County data.

Data Collection

As noted before, all data used in this analysis came from the WIOA program participant database know as Jobs LA. Data collected consisted of all participants who were enrolled in WIOA and received services and were exited in the 2016-17 program year for both the LA City and County program. Data used from the county and city databases included:

- Client special population membership: foster, probation, homeless, or runaway youth
- Education status at program entry
- Demographics: age, gender, ethnicity/race
- Services received based on WIOA activity codes
- Follow-up services received based on WIOA activity codes
- WIOA outcomes: see Table III.1 for a complete description of outcomes

Youth in the probation and foster system, or those who are homeless, are of particular interest in this analysis. A goal of the evaluation was to study each of these populations separately, but their numbers were relatively small. Based on our field work we believe many youth do not identify their experience with the child welfare or probation systems, and therefore were not recorded as such in the database. Hence, we acknowledge a likelihood that we cannot identify all of the individuals in these populations. We are assured, however, that those recorded as probation or foster or homeless youth are authentic since to be classified as such requires documentation.

Outcomes for Analyses

The table below describes the six outcome measures that are used to answer the research questions: youth returned to secondary education, enrolled in postsecondary education or training, youth completed a degree or certificate, entered unsubsidized employment at closure, career preparation through subsidized employment, and career preparation from skill training.

Table III.1. Outcomes used for primary research questions

Outcome name	Description of outcome	Timing of measure relative to enrollment in program
Returned to Secondary Education	For youth who did not complete high school at entry "Returned to Education" is measured as • 415 Enrolled in Alternative Secondary (this usually refers to alternative high schools. • 418 Adult Ed GED (older youth over 18 may enroll in a GED program. • 429 Enrolled in Secondary Education (an out of school youth who did not complete HS returns to secondary education) Each activity is recorded as a Yes/No measure. If youth were yes on any of the measure they are defined as "returned to education".	These activities were recorded while the youth was enrolled in the WIOA program. *Not after exit.*
Enrolled in Postsecondary Education or Training	For youth who had completed secondary education at entry "enrolled in postsecondary education or training" is measured as: • 416 Occupational Skills Training (enrolled in an occupational skill program intended to lead to employment) • 421 Enrolled in Post-Secondary (a youth who has a HS diploma or GED and then enrolls in a post-secondary program) Each activity is recorded as a Yes/No measure. If youth were yes on any of the measure they are defined as "enrolled in postsecondary education or training"	These activities were recorded while the youth was enrolled in the WIOA program. *Not after exit.*
Completed Degree or Certificate	This is a WIOA "common measure". DOL defines it as participants….: "who attain a recognized postsecondary credential or a secondary school diploma, or its recognized equivalent, during participation in or within one year after exit from the program." It could be a high school diploma, GED, or vocational certificate from a community college. This is recorded as Yes/No measure. *https://www.doleta.gov/Performance/guidance/tools_commonmeasures.cfm*	As the federal definition indicates completion could occur during enrollment or within one year of exit from the program.

Outcome name	Description of outcome	Timing of measure relative to enrollment in program
Career preparation from skills training	"Improved career preparation: skill training" is measured by participating in at least one type of skill training. For the purpose of this analysis, each activity is recorded a Yes/No measure. If youth were classified as "yes" on any of the measures, they are defined as "improved career preparation: skill training". • 409 Job shadowing • 416 Occupational skill training (local provider list) • 430 Occupational skills training (state provided list) • 431 Pre-apprenticeship training • 432 Apprenticeship training	These activities were recorded while the youth was enrolled in the WIOA program. *Not after exit.*
Career preparation from subsidized employment	"Improved career preparation: subsidized employment" is measured by participating in at least one type of subsidized employment. For the purpose of this analysis, each activity is recorded a Yes/No measure. If youth were classified as "yes" on any of the measures, they are defined as "improved career preparation: subsidized employment". Specific activities in each group are listed below Subsidized employment • 425 Paid work experience • 427 Paid Internship	These activities were recorded while the youth was enrolled in the WIOA program. *Not after exit.*
Employed At Closure	A youth is "employed at closure" if he or she had unsubsidized paid employment at the time services end. Employment is validated with the employer.	This measure is collected after services end but before official exit from the program.

Note: All outcomes were measured from the Jobs LA database.

Analytic Sample

We created the analytic sample by identifying non-P3 participants from the County WIOA Youth program that were similar to LAP3 WIOA participants. We did this by matching individual participants from the City to the most similar individuals in the county to form a matched pair. We began with data on 2,652 LAP3 WIOA youth participants in program year 2016-17 who also exited that year. We then selected the closest matches from 4,575 individuals enrolled in the LA County WIOA program who were served and exited in the same time period. This yielded 992 matched pairs that were used in this analysis. Details of how the match was done are in the Methods section that follows.

Baseline Equivalence

After the matched pairs were created, we compared demographic characteristics at entry to assess baseline equivalence between the LAP3 WIOA participants and the matched LA County WIOA Youth enrollees. For categorical variables, a chi-square test was used to identify if there were significant differences. For age, the only continuous variable, a *t*-test was used. The results of these tests are presented in Table III.2. The *p*-values in the final column show that the two groups are equivalent on all but one measure (LAP3 participants were more likely to be Hispanic

by 15.2%). This reflects the fact that a larger proportion of youth in the city is Hispanic than in the county. We controlled for this significant difference in the impact estimates by controlling for the Hispanic variable with a regression model.

Table III.2. Equivalence of LAP3 participants and matched pairs on baseline measures

Baseline measure	Intervention LA City Participants %	Comparison Matched Pairs from LA County %	Intervention versus comparison	
			Percent difference	Significance of Chi-Square/*t*-Test
Gender				
Female	47.3%	47.3%	0.0%	.606
Race/ethnicity[5]				
White	8.5%	6.9%	1.6%	.198
Black	32.8%	31.2%	1.6%	.462
Hispanic	54.3%	39.1%	15.2%	.000
Asian	2.4%	2.7%	0.3%	.664
Foster Care (current or former)	3.1%	3.2%	0.1%	.896
Probation (current or former)	2.6%	2.5%	0.1%	.885
Homeless	9.4%	9.2%	0.2%	.875
Education Status				.962
Not In-School or Secondary Dropout	42.5%	41.9%	0.6%	
Not In-School, H.S. Grad or Equivalent	57.0%	57.6%	0.6%	
Not In-School: Not Within Age for Compulsory Attendance	0.5%	0.5%	0.0%	

[5] Race and ethnicity are collected as separate variables. For the purpose of this analysis we turned each racial group into a yes/no variable, and reported the percent yes. Hispanic is collected separately from race so a respondent could report themselves as White and Hispanic or Black and Hispanic etc. Thus the Ns do not add to 992. Many respondents who reported themselves as Hispanic, reported "decline to state" on the race question.

Baseline measure	Intervention LA City Participants %	Comparison Matched Pairs from LA County %	Intervention versus comparison	
			Percent difference	Significance of Chi-Square/*t*-Test
Age	20.21 (SD 2.08 years)	20.24 (SD 2.08 years)	.03 years	.784

Source: Jobs LA data from Los Angeles City and Los Angeles County

We also tested the equivalence of the additional analytic samples considered in the report. Specifically, the primary research questions include two additional analytic samples: secondary dropouts at enrollment, and secondary graduates at enrollment. We also present results for three subgroups: probation youth, foster youth, and homeless youth. Baseline equivalence results for all of these analytic samples are presented in Appendix B. For the samples based on secondary completion at enrollment, both showed statistically significant differences for Hispanics. The only other difference we found was the share of White youth in the Foster sample. Note, again, that all analyses controlled for being Hispanic in the analysis.

To understand how the City and County WIOA programs were performing prior to the implementation of LAP3, we compared the performance of the overall city and county programs on standard WIOA performance measures in 2015-16, the year before LAP3 was implemented. Specifically, we compared official performance measures which include all youth served in both programs in 2015-16. Results of the comparison are in Appendix C. We found that the City outperformed the County in returning youth to education by 17% and on completing degrees and certificates by 20%. This is not surprising given that the PSA counselors had already been placed in the City YSCs in this program year. Conversely, the County out-performed the City on being employed at exit by 12% and on having received career preparation by about 8%. While these differences are for the whole population and not for a sample of matched pairs, they do indicate some important performance differences between the programs that will need to be considered when interpreting results.

Methods

As noted in the sample section, the LAP3 population was similar to their matches on all measures except for being Hispanic. To answer the research questions, we compared the two groups by creating a simple regression model that controlled statistically for differences in the Hispanic variable. Differences reported here are the estimated mean difference for the two groups after controlling for Hispanic status. We also analyzed each special population separately to see if there were different outcomes for each subgroup with the same method.

As noted in the sample section, we created the analytic sample by finding matched County participants for those served by the LAP3 program. To create the pairs we used a sequential sort, followed by measuring the distance between the matched pairs using Euclidian distance methods. The sequential sort variables in order were: Foster care status, Probation status, Homeless status, Education status, Gender, ethnicity (White, Black, Hispanic or Asian), and Age.

Once sorted, there were many cases where only a few county individuals were a good match for a much larger group of individuals from LAP3. To choose the match, we calculated the distance between the county and city individuals based on the following: a difference on any of the measures, except age, counted as 1. For example, if one participant was male, and the paired individual was female, the distance was 1. In the case of age, each year difference counted for .125 of a point. All differences were added up to calculate the distance. The distance score varies, in principle, from zero to 10, with zero being an exact match on all 10 of our selection variables. All variables were scaled to values between zero and 1 so that no variable exerts more influence than any other.[6] When multiple individuals from the city had the same nearest match after the sequential sort, we chose a single match by taking the smallest distance measure.

In the end we had 1,427 individuals matched with no higher distance than 2.20. We trimmed this to 1,328 individuals with distance less than or equal to 1.5. Most of the matches were precisely the same on all selection variables (i.e., distance = 0). A match that had distance = 1, would have a difference on one of the ten selection variables. Finally, we removed all participants who had not entered and exited the program during 2016-17, and participants paired with someone in-school, this left us with a population of 992 matched pairs.

IV. Study Findings

Here we present the results by the research questions posed earlier, with results presented in Table IV.1.

1. For secondary dropouts at enrollment, did the LAP3 program return youth to school?

Among high school dropouts, 31.5% of LAP3 participants returned to school, compared to only 11.0% of their matches. This difference was statistically significant (p=.000). In 2015-16, the year prior to LAP3, for all participants, the City also had more youth returning to education than the county (43% versus 25.9% for the County, Table C.1).

2. For secondary graduates at enrollment, did LAP3 lead to additional education or training?

For participants who had completed secondary school, 33.8% of comparison matches enrolled into some form of education or training, while only 12.5% of LAP3 participants did. This difference was statistically significant (p=.000).

3. Did LAP3 Participants complete degrees or certificates?

When we turn to the longer term outcome of "completing a degree or certificate within one year of exit", we find that LAP3 participants were almost three times more likely to complete any degree or certificate, 31.6% compared to 10.3% for the comparison matches. This difference was significant (p=.000). This mirrors a similar difference found in 2015-16 before LAP3 when 53.8% of City participants completed a degree or certificate compared to 33.8% for the County (Table C.1).

[6] The sequential sort imposes a priority, but the distance measure treats all selection variables the same.

4. Did the LAP3 program improve career preparation for disconnected youth served by the program?

Improved career preparation was defined by two outcomes (1) participating in training that lead to skill attainment or (2) participating in subsidized work experience. On both measures, the comparison matches received more career preparation then the LAP3 program participants.

Combining the various skill building interventions such as occupational skill training, pre-apprenticeship and apprenticeship training, and job shadowing, we find that 29.3% of comparison matches got at least one of these services compared to just 22.4% of LAP3 youth. This difference was significant (*p*=.000). This fits with the finding from the return to education analysis that the County focused more on getting secondary completers into post-secondary education and skill training.

Over half the matches, 56.4%, participated in some type of subsidized employment experience compared to 35.6% for LAP3 youth. This difference was statistically significant (*p*=.000). A large part of this difference may be the summer jobs program which is a high priority for the County WIOA program. The County also provides year round subsidized work experience.

5. Did the LAP3 program improve the employment of disconnected youth served by the program?

We found a positive and highly significant difference here. Youth in LAP3 were far more likely to be employed at closure (42.6%) than their comparison matches (23.1%). This difference was significant (*p*=.000). The reasons for this dramatic difference is unclear, but could be explained by some program differences. We learned in our field work that most youth who approach YSCs are seeking employment. Also the previous analysis found that fewer LAP3 recipients who had completed secondary education were returned to education; it is likely that most secondary completers in LAP3 went directly into employment rather than receiving skill training or subsidized employment, which was more common amongst the comparison matches.

Table IV.1. Post-intervention estimated effects using data from Matched Pairs

Entire Sample	Intervention LA City Participants %	Comparison Matched Pairs from LA County %	Intervention versus comparison Estimated mean difference[7] (p-value)
Secondary dropouts at enrollment: Returned to Secondary Education	31.5%	11.0%	20.2% (.000)
Secondary graduates at enrollment: Enrolled in Postsecondary Education or Training	12.5%	33.8%	-21.1% (.000)
Completed Degree or Certificate	31.6%	10.3%	20.3% (.000)

[7] Estimated mean difference is the product of a regression model which controlled for Hispanic status, and then estimated the effect of being in the LAP3 program.

Entire Sample	Intervention LA City Participants %	Comparison Matched Pairs from LA County %	Intervention versus comparison Estimated mean difference[7] (p-value)
Career preparation from skills training	22.4%	29.3%	-7.1% (.000)
Career preparation from subsidized employment	35.6%	56.4%	-20.4% (.000)
Employed At Closure	42.6%	23.1%	19.4% (.000)

Source: Jobs LA data from Los Angeles City and Los Angeles County

Now we study differences in how key subpopulations of disconnected youth have been affected by LAP3. The subpopulations examined are former or current foster youth, youth currently or prevsiously on probation, and homeless youth. We examined each of the primary outcomes for each of the key subpopulations. (See Table IV.2, IV.3 and IV.4.)

The number of foster youth (current and former) was small (only 30 in LAP3 and 31 in the comparison matches), so the power of this analysis is limited. We did find that, similar to the overall population, foster youth in LAP3 were statistically significantly (p=.001) more likely to complete a degree or certificate, 40.0% compared to 6.5% for the matches. They were also more statistically significantly (p=.008) more likely to be employed at closure, 43.3% compare to 12.9% for the matches. There were no significant differences on other outcome measures.

Table IV.2. Post-intervention estimated effects using data from Matched Pairs for Foster Youth

Foster	Intervention LA City Participants %	Comparison Matched Pairs from LA County %	Intervention versus comparison Estimated mean difference (p-value)
Returned to Secondary Education	45.5%	18.2%	27.0% (.935)
Enrolled in Postsecondary Education or Training	0.0%	10.0%	-9.7% (.189)
Completed Degree or Certificate during the program or within one year following exit from the program	40.0%	6.5%	33.7% (.001)
Career preparation from skills training	20.0%	6.5%	13.5% (.125)
Career preparation from subsidized employment	26.7%	48.4%	-21.5% (.086)
Employed At Closure	43.3%	12.9%	30.6%* (.008)

Source: Jobs LA data from Los Angeles City and Los Angeles County

*Not significant after applying the Bonferroni correction.

The number of probation youth was similarly small (25 in LAP3 and 24 in the matches). The only statistically significant difference between LAP3 and the comparison matches was that the matches were more likely (*p*=.000) to receive subsidized employment 66.7% compared to only 16.0% for LAP3 participants.

Table IV.3. Post-intervention estimated effects using data from Matched Pairs for Probation Youth

Probation	Intervention LA City Participants %	Comparison Matched Pairs from LA County %	Intervention versus comparison Estimated mean difference (p-value)
Returned to Secondary Education	27.3%	12.5%	27.3% (.245)
Enrolled in Postsecondary Education or Training	14.3%	31.3%	-18.9% (.234)
Completed Degree or Certificate during the program or within one year following exit from the program	28.0%	16.7%	13.7% (.260)
Career preparation from skills training	28.0%	25.0%	5.3% (.683)
Career preparation from subsidized employment	16.0%	66.7%	-47.4% (.000)
Employed At Closure	48.0%	25.0%	21.8% (.124)

Source: Jobs LA data from Los Angeles City and Los Angeles County

The homeless population was a bit larger, with 90 for LAP3 and 88 in the matches. Here we found a couple of statistically significant differences. Again, homeless LAP3 youth were more likely to complete a degree or certificate, 20.0% compared to 3.4% for the comparison matches (*p*=.001). On the other hand, the comparison homeless youth were far more likely to get subsidized employment, 56.8% compared to 17.8% for LAP3, which was statistically significant (*p*=.000). Interestingly, given this difference, LAP3 homeless youth were much more likely to be employed at closure (38.9%) than were comparison homeless youth (11.4%), this was statistically significant (*p*=.000). There were no other significant differences for this population of homeless youth.

Table IV.4. Post-intervention estimated effects using data from Matched Pairs for Homeless Youth

Homeless	Intervention LA City Participants %	Comparison Matched Pairs from LA County %	Intervention versus comparison Estimated mean difference (p-value)
Returned to Secondary Education	22.2%	11.1%	12.3% (.256)
Enrolled in Postsecondary Education or Training	4.8%	23.0%	-17.8% (.004)
Completed Degree or Certificate during the program or within one year following exit from the program	20.0%	3.4%	15.9% (.001)
Career preparation from skills training	12.2%	21.6%	-9.0% (.113)
Career preparation from subsidized employment	17.8%	56.8%	-38.6% (.000)
Employed At Closure	38.9%	11.4%	27.4% (.000)

Source: Jobs LA data from Los Angeles City and Los Angeles County

V. Discussion and Conclusion

These results show that LAP3 achieved many of its key goals in the first year of operation. More out-of-school youth returned to secondary school, more youth completed degrees and certificates and more youth found employment than the matched comparison group. These results should be viewed with some caution. We do not know the outcomes for youth who continued into the second year of the WIOA program. Youth who were served by LAP3 but not enrolled in WIOA were not included in this analysis. The size of important subpopulations such as foster, probation and homeless youth were small. Finally, we recognize that the population for whom we could find matches in the County WIOA program was different on some measures from the overall population.

Our matched pairs comparison shows that LAP3 youth were almost three times as likely to complete a degree or certificate (31.6% compared to 10.3%) than their counterparts. Similarly, LAP3 youth who had not completed secondary school were almost three times as likely to return to school (31.5% compared to 11.0%). Based on our field work, it seems logical to attribute this success in educational outcomes to the presence of the PSA counselors. It is important to note that PSA counselors were present in the YSCs before implementation of LAP3. The PSA counselors were a precursor to the LAP3 model in that they brought a key partner's staff

(LAUSD) into the YSCs to serve shared clients. These counselors, with access to student records and strong ties to a wide variety of educational alternatives, appear to have been effective at returning youth to school, which in turn appears to lead to more degree and certificate completions than routine case management. We observed in our field work for the formative evaluation that some YSCs had educational programs, such as a charter high school or a GED program on site, making the transition back to school easier. This is not a perfect record, as over two-thirds of youth who had not completed secondary school did not return to education, so there is still substantial work to be done.

The YSCs were less effective at getting secondary completers into training and education programs. Even though PSA counselors are supposed to meet with youth who had completed secondary education as well, these Youth in the LAP3 program are much less likely to enter additional education then their matches. In our field work we found PSA counselors were much less familiar with post-secondary training and education opportunities than with secondary program. It may well be that County case managers are better connected to these program. Another possible explanation is that the LAP3 program emphasized employment for secondary graduates over further education and training.

To fully understand the impact of the LAP3 intervention we have to consider the differences between the County and City WIOA Youth programs that existed before the LAP3 intervention. As Appendix C shows, in the 2015-16 program year, before LAP3 implementation, the City returned a higher proportion of youth to education, and had a higher proportion of participants complete a degree or certificate. Conversely, the County had a larger proportion of youth in training programs that lead to employment and had a higher proportion of youth employed at exit. Even though our matched design attempts to control for individual differences related to outcomes, we want to acknowledge that, to some unmeasured degree, these differences may be due to different program priorities that already existed. It is also important to note that the LAUSD PSA counselors were already working in the YSCs in the 2015-16 program year and that innovation, which is part of the LAP3 model, probably accounts in large part for the City's superior performance in returning dropouts to school and in having youth complete degrees and certificates.

Matched participants were significantly more likely to receive training interventions in terms of both subsidized employment and various types of skill training designed to lead to employment than the LAP3 participants. The reasons for this are not completely clear, though it may be that the LAP3 focus on returning dropouts to secondary education displaced skill training activities. It also appears to be the case that the County has devoted substantial resources to providing opportunities for subsidized employment. The county operates a large summer youth employment program funded from multiple sources, which may account for the higher proportion of County youth who received subsidized employment. Whatever the cause, the focus on putting students on a career path was measurably less in the LAP3 program then in the County.

LAP3 participants were almost twice as likely to be employed at the closure of services than their matches. This reverses the difference found in 2015-16 prior to LAP3 implementation. In the year prior to P3, the County reported a higher proportion of its youth as employed at exit. In our field work we found that many youth arrive at the YSCs seeking a job, rather than educational or training services. We found YSCs often present the prospect of a job as an

incentive to participate in formal assessments and other activities. Also, PSA counselors told us that many youth are willing to enroll in alternative education to complete a secondary degree if they can work part-time while they are enrolled. Whatever the cause, we found that LAP3 youth were much more likely to end up employed after program services.

We examined the program impact on key subgroups including: current or former foster youth, youth who were or had been on probation, and homeless youth. The populations of most subgroups were small and limited the power of our analysis, so many differences did not rise to the level of statistical significance. The differences we did find fit the larger patterns of impact. LAP3 foster youth were significantly more likely to complete a degree or certificate than their matches. LAP3 youth who had dropped out of high school were significantly more likely to return to school. City homeless youth were significantly more likely to be employed than their matches. Comparison probation youth, and homeless youth were all significantly more likely to receive subsidized employment than their LAP3 counterparts.

Overall, these results portray a program that effectively improved educational outcomes and helped youth find employment. The LAP3 intervention also appeared to deliver some improved outcomes for the target groups which are particularly hard to serve.

There were other program goals that were not examined in this evaluation. We were not able to measure LAP3's impact on some other key program goals, such as improved mental health services, improved health services and improved housing. Originally, each youth was to have their mental health assessed by the PSA counselors as part of the initial assessment. In our field work for the formative evaluation we found that this seldom occurred. Counselors did respond to youth who were obviously in distress, but did not routinely assess participants. The original plan also called to record these assessments and referrals to mental and physical health services in the Jobs LA system, but the system was not modified to collect that information. Similarly, a goal of the program was to improve the housing of homeless and marginally housed youth. In our field work we observed that many YSCs made serious efforts to build partnerships with housing providers and tried to identify youth who were homeless or at risk for homelessness. Again, the Jobs LA system was not modified to record these referrals or outcomes, so we were unable to measure any impact on improved housing outcomes.

These results suggest that a concerted effort to bring together the many city, county, and private agencies that serve disconnected youth can improve employment and education outcomes for the youth in a measurable way. The results strongly support the idea that bringing public school counselors on site can significantly improve educational outcomes.

This is a preliminary look at LAP3's impact. The second and third year of the program will provide additional information on LAP3's impact. Comparison in the future will be difficult as the County of LA, seeing the energy and success generated by LAP3, is starting to model its program on LAP3. School counselors have been added to some LA County WIOA youth programs and new collaboration initiatives are underway.

VI. References

Harrington, P., & Fogg, N. (2016a). *Experience Required: The Diminished Employment Prospect of Teens and Young Adults in Los Angeles* (Rep.). Drexel University: Center for Labor Markets and Policy.

Harrington, P., & Fogg, N. (2016b). *Opportunity Rising: Increases in Human Capital Investment And Declines in Disconnection among Teens and Young Adults in Los Angeles* (Rep.). Drexel University: Center for Labor Markets and Policy.

Harrington, P., & Fogg, N. (2016c). *Rising School Enrollment among Teens and Young Adults in Los Angeles* (Rep.). Drexel University: Center for Labor Markets and Policy.

Harrington, P., & Fogg, N (2016d). *The Human Capital Investment Gap: Understanding the Diminished Prospects of Disconnected Youth in Los Angeles* (Rep.). Drexel University: Center for Labor Markets and Policy.

Los Angeles Performance Partnership Pilot (P3): 2017-2020 Strategic Plan Serving Disconnected Youth. (2017, July 14). Retrieved http://ewddlacity.com/images/reports/p3/071417_P3_StrategicPlan_OPTIMIZED.pdf

McDonald, H.H (2014) Handbook *of Biological Statistics 3rd ed.* Baltimore, MD: Sparky House Publishing pg. 254-60.

Moore, R. W., Rubino, C., Malka, A., Bedi, A., Gustanski, T., & Iskowitz, E. (2017, March 10). *Los Angeles Performance Partnership Pilot (LAP3) Flash Report Revised*. Doi: http://hdl.handle.net/10211.3/201182

Appendices

Appendix A: System Level Intervention

The system level change work was done by six working groups which had representatives from a wide array of partners, including: the Partnership Advisory Committee, the Operations Working Group, the Data Evaluation and Research Working Group, the Policy and Waiver Working Group, the Steering Working Group, and the Strategic Planning Working Group.

- The **Partnership Advisory Committee** is comprised primarily of representatives or appointees of elected offices overseeing youth development work in the LA region. Since most government jurisdictions in Los Angeles are independent, there is a critical need for communication regarding policies, funding, regulations, and local legislation pertaining to services for disconnected youth.
- The **Operations Working group** focuses on the current delivery systems for LA disconnected youth and develop an implementation plan for improvement. In concert with LA County's workforce development system implementation, the group identifies areas outside of the City's footprint for expansion. The Operations Workgroup was tasked with diagramming the referral processes, current services, and resources. The work group also identifies the barriers, impediments, and resource challenges.
- The **Data, Evaluation and Research Work-group** is responsible for the gathering of the initial data landscape of Los Angeles region for 16-24 year old population. The working group is tasked with compiling the recent research on this population, and establishing evaluation protocols for P3.
- The **Policy & Waiver Work group** identifies the existing and upcoming youth development initiatives in the LA Region. Additionally, the group works to pinpoint local, state and federal waiver opportunities that would provide flexibility around statutory, regulatory, or administrative requirements which will advance innovative and effective service-delivery and systems change strategies that will meet the education, employment, and other needs of disconnected youth within Los Angeles County.
- The **Steering Working group** is responsible for the overall coordination and communication of the planning and integration effort. The Steering Committee is responsible for meeting the goals and objectives of the P3 initiative.
- The **Strategic Planning Work group** leads the strategic planning process. The finalized work product serves as a guide map for servicing disconnected youth throughout the City and County of Los Angeles. (*Los Angeles Performance Partnership Pilot (P3): 2017-2020 Strategic Plan Serving Disconnected Youth*, 2017*)*

The LAP3 Strategic Plan lays out four goals:

- Align and coordinate with public and private agencies in Los Angeles to better serve youth 16-24 through the development of a platform for collaboration and exchange of best practices.

- Increase capacity and sustainability of the regional Los Angeles Workforce Development System by developing innovative strategies and process improvements that increase and enhance service provision.
- Champion policy and systems change to improve individual outcomes and reduce school & work disconnection.
- Develop programs and policies that empower youth to be self-sufficient and resilient by respecting their needs and desires.

Additional accomplishments related to system change efforts:

- Created the Reconnect LA Youth (Relay) Institute in partnership with the five California State University Campuses known as the CSU5.
- Published a series of research reports on disconnected youth Harrington, P., & Fogg, N. (2016a, Harrington, P., & Fogg, N. 2016b , Harrington, P., & Fogg, N. 2016c Harrington, P., & Fogg, N. 2016d)

Appendix B: Equivalence Analysis of Subsamples

Table B.1: Secondary Dropouts at Enrollment Subsample Equivalence

Baseline measure		Intervention LA City Participants %	Comparison Matched Pairs from LA County %	Intervention versus comparison	
				Percent difference	Significance of Chi-Square/T-Test
Gender					
	Female	47.9%	47.4%	0.5%	.881
Race/ethnicity[8]					
	White	4.9%	3.7%	1.2%	.413
	Black	26.8%	26.9%	-0.1%	.962
	Hispanic	66.2%	56.3%	9.9%	.004
	Asian	1.5%	2.2%	-0.7%	.418
Foster Care (current or former)		2.7%	2.7%	0.0%	.507
Probation (current or former)		2.7%	2.0%	0.7%	.734
Homeless		6.6%	6.7%	-0.1%	.955
Age		20.18 (SD 2.09)	20.21 (SD 2.10)	-.03 years	.865

Source: Jobs LA data from Los Angeles City and Los Angeles County. Sample sizes are 411 for LAP3 and 405 for the County matches.

Table B.2: Secondary Graduates at Enrollment Subsample Equivalence

Baseline measure		Intervention LA City Participants %	Comparison Matched Pairs from LA County %	Intervention versus comparison: Percent difference	Intervention versus comparison: Significance of Chi-Square/ T-Test
Gender					
	Female	46.9%	47.3%	-0.4%	.606
Race/ethnicity					
	White	11.2%	9.3%	1.9%	.290
	Black	37.3%	34.4%	2.9%	.309
	Hispanic	45.4%	26.4%	19.0%	.000
	Asian	3.1%	3.1%	0.0%	.974
Foster Care (current or former)		3.5%	3.6%	-0.1%	.898
Probation (current or former)		2.6%	2.9%	-0.3%	.734
Homeless		11.6%	11.1%	0.5%	.798
Age		20.23 (SD 2.08)	20.26 (SD 2.07)	-.03 years	.832

Source: Jobs LA data from Los Angeles City and Los Angeles County. Sample sizes are 544 for LAP3 and 550 for the County matches.

Table B.3: Foster Youth Subsample Equivalence

Foster Youth Equivalence			Intervention versus comparison	
Baseline measure	Intervention LA City Participants %	Comparison Matched Pairs from LA County %	Percent Difference	Significance of Chi-Square/T-Test
Gender				
Female	66.7%	67.7%	1.0%	.929
Race/ethnicity				
White	26.7%	6.5%	20.2%	.033
Black	33.3%	41.9%	8.6%	.488
Hispanic	40.0%	41.9%	1.9%	.878
Asian	0.0%	0.0%	-	-
Education Status				.932
Not In-School or Secondary Dropout	36.7%	35.5%	1.2%	
Not In-School, H.S. Grad or Equivalent	63.3%	64.5%	1.2%	
Age	19.17 (SD 1.37 years)	19.16 (SD 1.19 years)	.01 years	.987

Source: Jobs LA data from Los Angeles City and Los Angeles County

Table B.4: Probation Youth Subsample Equivalence

Probation Youth Equivalence Baseline measure	Intervention LA City Participants %	Comparison Matched Pairs from LA County %	Intervention versus comparison Percent Difference	Significance of Chi-Square/T-Test
Gender				
Female	28.0%	29.2%	1.2%	.928
Race/ethnicity				
White	12.0%	0.0%	12.0%`	.080
Black	36.0%	45.8%	9.2%	.484
Hispanic	60.0%	45.8%	14.2%	.321
Asian	0.0%	0.0%	-	-
Education Status				.444
Not In-School or Secondary Dropout	44.0%	33.3%	10.7%	
Not In-School, H.S. Grad or Equivalent	56.0%	66.7%	10.7%	
Age	19.92 (SD 2.02 years)	20.00 (SD 1.87 years)	.08 years	0.886

Source: Jobs LA data from Los Angeles City and Los Angeles County

Table B.5: Homeless Youth Subsample Equivalence

Homeless Youth Equivalence Baseline measure	Intervention LA City Participants %	Comparison Matched Pairs from LA County %	Intervention versus comparison Percent Difference	Significance of Chi-Square/T-Test
Gender				
Female	42.2%	44.3%	2.1%	.778
Race/ethnicity				
White	16.7%	12.5%	4.2%	.431
Black	41.1%	39.8%	1.3%	.856
Hispanic	48.9%	35.2%	.137	.065
Asian	0.0%	1.1%	1.1%	.311
Education Status				.921
Not In-School or Secondary Dropout	30.0%	30.7%	.7%	
Not In-School, H.S. Grad or Equivalent	70.0%	69.3%	.7%	
Age	20.86 (SD 2.03 years)	20.90 (SD 2.03 years)	.04 years	0.890

Source: Jobs LA data from Los Angeles City and Los Angeles County

Appendix C: City and County Performance in 2015-16

Table C.1: 2015-16 City and County Federal Outcome Measures

Outcome Name	City	County	Difference
Total Youth In Outcome Measures	2,262	1,983	NA
Returned to Education	0.430 (973)	0.259 (514)	0.171
Completed Degree or Certificate	0.538 (1218)	0.338 (670)	0.200
Employed At Exit	0.353 (799)	0.476 (944)	-0.123
Improved Career Preparation	0.084 (191)	0.163 (323)	-0.079

Appendix D: Comparison of Matched and Unmatched LAP3 Participants

Comparison of Matched and Unmatched LAP3 Participants

Matched versus Not-Matched Baseline measure	Not Matched %	Matched %	Intervention versus comparison Percent Difference	Significance of Chi-Square/T-Test
Gender				
Female	56.2%	47.4%	8.8%	.000
Race/ethnicity				.000
White	20.5%	7.8%	12.7%	
Black	14.9%	32.9%	-18.0%	
Asian	1.2%	2.3%	-1.1%	
Hispanic	73.4%	54.4%	19.0%	.000
Foster Care (current or former)	2.5%	3.4%	-0.9%	.414
Probation (current or former)	2.3%	2.6%	-0.3%	.413
Homeless	6.3%	9.5%	-3.2%	.003
Education Status				.000
In-School Secondary or Less	29.7%	0.0%	29.7%	
In-School Alternative School	3.0%	0.0%	3.0%	
In-School Post- Secondary	1.5%	0.0%	1.5%	
Not In-School or Secondary Dropout	32.2%	42.5%	- 8.7%	
Not In-School, H.S. Grad or Equivalent	32.9%	57.0%	- 21.9%	
Not In-School; Not Within Age for Compulsory Attendance	0.7%	0.5%	0.2%	

Matched versus Not-Matched Baseline measure	Not Matched %	Matched %	Intervention versus comparison Percent Difference	Significance of Chi-Square/T-Test
Age	18.65 (SD 1.76)	20.12 (SD 2.1)	-1.47 years	.000

Source: Jobs LA data from Los Angeles City